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UNCLAS SECTION 01 OF 15 ABU DHABI 000202

SENSITIVE
SIPDIS

STATE FOR NEA/ARP, G/TIP, DRL, PRM, INL

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TAGS: [KTIP](#) [ELAB](#) [KCRM](#) [KFRD](#) [KWMN](#) [PGOV](#) [PHUM](#) [PREF](#) [SMIG](#) [AE](#)
SUBJECT: UAE: 2008 TRAFFICKING IN PERSONS (TIP) REPORT

REF: STATE 132759

¶1. (U) The following is Post's submission of the annual Trafficking in Persons Report.

¶2. (SBU) The Embassy's point of contact for the Trafficking in Persons Report is:
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Officer: 40 hours; Dubai Consulate Officer: 25 hours; FSN: 15 hours.

¶3. (SBU) Responses below are keyed to refTel paragraphs 23 through ¶30.

REPORTING QUESTIONS

¶23. (SBU) THE COUNTRY'S TIP SITUATION:

-- A. What is (are) the source(s) of available information on trafficking in persons? What plans are in place (if any) to undertake further documentation of human trafficking? How reliable are these sources?

The limited information that is available is provided by the National Committee to Combat Human Trafficking, Ministry of Labor (MoL), Ministry of Interior (MoI), media reports, immigration records, and law enforcement records.

Given the magnitude of the foreign labor workforce (more than 80% of the UAE's population is foreign born), the UAE Government (UAEG) is unable to catalogue all potential trafficking cases or produce specific estimates of the problem, although the UAEG continues to actively pursue improvements both in the areas of data collection and the focusing of resources in immigration, law enforcement, and the judicial system to better identify potential trafficking victims.

-- B. Is the country a country of origin, transit, and/or destination for internationally trafficked men, women, or children? Does trafficking occur within the country's borders? If so, does internal trafficking occur in territory outside of the government's control (e.g. in a civil war situation)? To where are people trafficked? For what purposes are they trafficked? Provide, where possible, numbers or estimates for each group of trafficking victims. Have there been any changes in the TIP situation since the last TIP Report (e.g. changes in destinations)?

The United Arab Emirates was a country of destination for a large work force, including both men and women, particularly from South and Southeast Asia. There is no evidence that the UAE is a source country for trafficking victims, although victims likely transit the UAE. Victims are trafficked primarily for labor and a smaller

percentage for commercial sex purposes. Precise numbers of trafficked men and women are impossible to ascertain, yet the magnitude of the transient labor force suggests widespread potential for exploitation and abuse.

In 2008, the UAEG made qualitative strides in its anti-TIP efforts. It expanded on 2007 campaigns to spread awareness and understanding of TIP and actively worked to combat the phenomenon. The first official shelter dedicated solely to victims of TIP was established in Abu Dhabi under the patronage of Her Highness Sheikha Fatima bint Mubarak, wife of the late President, His Highness Sheikh Zayed bin Sultan al Nahyan, with the official opening to occur in 2009. Nevertheless, the complex situation persists in an international environment in which economic incentive continues to draw vulnerable workers to job opportunities in the UAE.

While the government signaled greater attention to the issue, the TIP situation has not changed significantly during the reporting period; however, the conditions of those in debt bondage situations likely deteriorated towards the end of the reporting period as the country faced an economic decline that saw many laborers repatriated to their home countries where they still owed debts. Construction workers, primarily from India and Pakistan, numbering in the hundreds of thousands, continue to make up the bulk of the male labor force and domestic workers from the Philippines, Sri Lanka, and Ethiopia continue to make up the bulk of the female labor force.

The actual number of trafficking victims among them is unknown; what is known is that many of them arrive in a state of debt bondage after voluntarily paying as much as USD 2,700 (10,000 dirham) to an agent in their own country plus an additional amount upon arrival to an agent in the UAE to arrange an employment contract. These workers might receive a salary of between USD 135 and USD 200 (500

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to 750 dirham) per month, while interest continues to accrue on their debt.

-- C. What kind of conditions are the victims trafficked into?

The UAE economy is heavily dependent on foreign labor. Over 80 percent of the total UAE population, and over 90 percent of the private sector workforce, is expatriate. Labor conditions in the UAE can be harsh for unskilled workers and domestic workers in any circumstance, but more particularly if enduring excessive work hours, nonpayment of wages, verbal, mental, physical, or sexual abuse, or restriction of movement. Although there are anecdotal reports, in the absence of solid data, it is difficult to ascertain how frequently incidents of such treatment occur.

Construction workers, the largest single work force in the UAE, often worked under the harshest conditions. The media regularly reported on strikes by construction workers protesting adverse working conditions and unpaid salaries. Unpaid construction workers in the UAE often continue working without pay, fearing that protests may destroy any chance of recovering wages owed to them. With their room and board provided by their employer, the amount of time that they are willing/able to keep working without pay is much longer than would be the case in a typical work situation where the salary would be needed to cover the expenses of daily life. The Ministry of Labor resolved these disputes quickly when they became known. Legally employed construction workers are covered by the existing UAE labor law, with a clear mediation procedure.

Domestic workers made up the majority of unskilled female workers in the UAE. The conditions under which they worked ranged from comfortable, well-appointed homes to anecdotal reports of excessive work hours, physical and sexual abuse, and unpaid wages. Unpaid domestic servants often continue working without pay fearing that protests may result in eviction with no chance of recovering their wages. If evicted, female domestic workers become increasingly vulnerable to traffickers for commercial sex work particularly if their employers report them to the authorities as runaways. Many employers continue the illegal and mobility limiting practice of withholding their domestic workers' passports. Under such conditions, being accused of absconding can lead to a higher incidence of imprisonment, deportation, and lifetime bans from the

UAE, often with no resolution of the original problem or payment of unpaid wages. Unlike other legal workers who were governed by clearly defined labor laws under the Ministry of Labor, domestic workers fell under the Ministry of Interior making it difficult to identify definitive conflict resolution procedures.

-- D. Vulnerability to TIP: Are certain groups of persons more at risk of being trafficked (e.g. women and children, boys versus girls, certain ethnic groups, refugees, IDPs, etc.)?

Those most at risk of being trafficked were unskilled workers from poor source countries who sought economic opportunity but had little recourse when an employer or person of authority withheld their wages, pressed them into excessive working hours or unhygienic living conditions, or exerted other coercive influences. Some became trafficking victims after their arrival in the UAE while others were trafficked before they entered the UAE (either from their home countries or from other countries, including countries in the Gulf region). Trafficking victims often traveled to the country voluntarily seeking to escape poverty and hardship and to improve the lives of their families. They entered into employment contracts in their home countries often with an agent of their own nationality and later discovered that they had been deceived by their agents, recruiters, or intermediaries and that they were in fact debt-bonded or even trafficked. The victims found it difficult to extricate themselves from these situations, ignorance about available services and fear of deportation or imprisonment often prevented them from seeking assistance from authorities.

Female victims, for example, particularly from India, Sri Lanka, Ethiopia, Bangladesh, Indonesia and the Philippines, may have been brought as domestic workers and later trafficked into other work; men from India Sri Lanka, Bangladesh, and Pakistan who came to work as laborers, primarily in the construction sector (and also in agriculture), potentially faced similar challenges.

-- E. Traffickers and Their Methods: Who are the traffickers/exploiters? Are they independent business people? Small or family-based crime groups? Large international organized crime syndicates? What methods are used to approach victims? For example, are they offered lucrative jobs, sold by their families, or approached by friends of friends? What methods are used to move the victims (e.g., are false documents being used?). Are employment, travel, and tourism agencies or marriage brokers involved with or fronting for traffickers or crime groups to traffic individuals?

Some employment agents lured foreign workers into the country for domestic and agricultural jobs but then subjected them to

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involuntary servitude; there were reports of worker suicides when they realized that the burden of debt and the confiscation of their passports by their employers prevented them from returning home. A number of domestic workers in abusive employment situations were forced into prostitution when they ran away because by withholding their identification papers and/or refusing to release them from their contracts, their employers prevented them from seeking alternative employment. Withholding workers' passports severely limits workers' freedom of movement. Yet, despite the outlawing of the practice in the UAE in 2003, employers continued routinely withholding their employees' passports because there was little enforcement of the

An increasingly common method to lure victims was for legitimate businesses (e.g. cafes, flower shops, hotels) to use their legitimate commercial licenses to recruit people into separate, illegal, off-book recruitment businesses that deceived unskilled, migrant workers, ignorant of the law by selling them "free" or "open" visas at exorbitant prices. The visa provided the worker with the name of a legitimate sponsor in the event that authorities demanded residency papers and was "free" or "open" because the worker could work for any employer as long as the debt to the sponsor was paid. In practical terms however, the workers were indentured to the recruiter ("free sponsor") who routinely took possession of their passports and demanded a percentage of the workers' wages until the sponsorship debt and interest was settled.

Workers potentially found themselves in a vicious cycle with "free sponsors" refusing to release them when they found legitimate sponsorship, even if their debts were paid. The "free sponsors" routinely filed criminal charges against workers seeking releases from their contracts leading to life bans that permanently prevented the worker from returning to the UAE. Another common ruse by the "free sponsor" was to renew workers visas without the workers knowledge and force them into debt once again in order to pay the renewal fees. Often the "free sponsors" colluded with unscrupulous recruiters in the workers' home countries, leaving the workers debt-bonded both at home and abroad.

124. (U) SETTING THE SCENE FOR THE GOVERNMENT'S ANTI-TIP EFFORTS:

-- A. Does the government acknowledge that trafficking is a problem in the country? If not, why not?

Yes.

-- B. Which government agencies are involved in anti-trafficking efforts and which agency, if any, has the lead?

Both federal ministries and local emirate departments are involved in anti-trafficking efforts. On the federal level, the Ministries of Interior, Foreign Affairs, Justice, Health, and Labor are involved actively. On the local level, police and immigration departments, public prosecutors, and social services departments are also involved. Police and other government officials continued to work closely with the media to increase public awareness.

The 2006 anti-trafficking legislation created an anti-trafficking committee, led by the Minister of State for Federal National Council Affairs. The committee has been active since its April 2007 formation in drawing together involved agencies to coordinate UAEG efforts. Article 12 of Federal Law #51 stipulates participation on the committee by the Ministries of Foreign Affairs, Interior, Justice, Labor, Social Affairs, and Health, along with State Security and the UAE Red Crescent Society. Other participants can be added by Cabinet decision.

-- C. What are the limitations on the government's ability to address this problem in practice? For example, is funding for police or other institutions inadequate? Is overall corruption a problem? Does the government lack the resources to aid victims?

There are both structural and cultural impediments to combating trafficking, but corruption does not seem to be a significant contributory problem. Complex issues such as TIP tax the human resources of the UAEG, which lacks institutional depth due to the country's young age and small national population. Training at all levels of the law enforcement community, for example, is time consuming when nuanced and complex offences like TIP are involved.

Additionally, a loose federal structure and requirement for consensus often prevent quick action on matters with any level of controversy, such as TIP. For example, the federal Ministry of Interior oversees the Police General Directorates in each of the seven emirates; however, each emirate maintains its own police force and supervises the police stations in that emirate. While all emirate police forces theoretically are branches of the MoI, in practice they operate with considerable autonomy, particularly in Dubai. Civil courts are generally part of the federal system and accountable to the Federal

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Supreme Court, with the notable exceptions of Dubai, Abu Dhabi, and Ras Al Khaimah emirates, which have independent judiciaries.

Reaching all government entities uniformly with cohesive and comprehensive training programs is challenging for the UAEG.

Some cultural characteristics also hamper the Government's ability to address TIP. For example, as a conservative Muslim country, public discussion of sex is culturally taboo, which makes it difficult to address sex trafficking. Similarly, due to a cultural

emphasis on privacy regarding matters of the home, people rarely discuss abuse of trafficked domestic servants publicly. Financial resources and technology are not generally limiting factors, although human resource constraints are apparent. UAE immigration officials routinely track foreigners who try to enter the country illegally, for example, using iris recognition biometric technology.

By its nature, trafficking in persons involves persons and activities outside (as well as inside) the UAE and aspects of the phenomenon are not under UAE control. The UAEG therefore frequently stresses the need to enhance international cooperation.

-- D. To what extent does the government systematically monitor its anti-trafficking efforts (on all fronts -- prosecution, victim protection, and prevention) and periodically make available, publicly or privately and directly or through regional/international organizations, its assessments of these anti-trafficking efforts?

The National Committee to Combat Human Trafficking and its constituent government agencies systematically and regularly address UAEG anti-TIP efforts, coordinating government responses and training to enhance UAEG capacity and improve data collection. Committee meetings get prominent local press coverage (in Arabic and English dailies). The Committee actively pursues international cooperation and has prepared brochures in English and Arabic to highlight UAEG's efforts to address the TIP situation. The Committee has stated its desire to assemble reliable data on the extent of the problem, yet has to date not issued such quantitative data.

The UAEG devoted significant energy, time, and resources to sensitizing law enforcement, immigration, and judicial officials to the subject of trafficking in persons, as well as pursuing practical training to protect victims and prevent future trafficking incidents. Abu Dhabi and Dubai police and the Ministries of Interior, Health, and Justice have all held anti-TIP training courses throughout the year. One such training program in January 2009 involved a U.K. anti-trafficking expert who shared his expertise with an audience of judges, prosecutors, police, and officials from the Ministries of Justice and Interior. Another program in February 2008 involved three U.S. experts (from the Department of Justice, the Federal Bureau of Investigation (FBI), and Immigration and Customs Enforcement (ICE)) sharing case studies with UAE judges and prosecutors. The program, Principles of Investigating and Prosecuting Human Trafficking Crimes, successfully deepened the TIP expertise of judicial participants.

The Dubai Naturalization and Residency Department regularly offered training for arrival and departure inspectors in identifying fraudulent documents, often used by trafficking victims. The UAEG also supplied ports of entry with brochures in an attempt to warn off potential trafficking victims, as well as to inform victims where to receive assistance. The UAEG senior leadership continues to ask the USG for training information and opportunities that would further their efforts to combat trafficking in persons, and help law enforcement officials, prosecutors and judges to better identify, investigate and prosecute trafficking in persons cases.

Senior leaders voiced their strong political will to combat trafficking in persons, notably in February 2009, the UN Office on Drugs and Crime released The Global Report on Trafficking in Persons that was funded through a private US\$ 15 million donation from Sheikh Mohammed bin Zayed, Crown Prince of Abu Dhabi. The UAEG's TIP committee actively coordinated multi-agency efforts.

125. (U) INVESTIGATION AND PROSECUTION OF TRAFFICKERS:

For questions A-D, posts should highlight in particular whether or not the country has enacted any new legislation since the last TIP report.

-- A. Existing Laws against TIP: Does the country have a law or laws specifically prohibiting trafficking in persons -- both for sexual exploitation and labor? If so, please specifically cite the name of the law(s) and its date of enactment and provide the exact language [actual copies preferable] of the TIP provisions. Please provide a

full inventory of trafficking laws, including non-criminal statutes that allow for civil penalties against alleged trafficking crimes

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(e.g., civil forfeiture laws and laws against illegal debt). Does the law(s) cover both internal and transnational forms of trafficking? If not, under what other laws can traffickers be prosecuted? For example, are there laws against slavery or the exploitation of prostitution by means of force, fraud, or coercion? Are these other laws being used in trafficking cases?

On November 9, 2006, the UAEG enacted Federal Law #51 on Combating Human Trafficking Crimes, a comprehensive anti-trafficking law intended to cover the entire range of trafficking issues. Federal Law #51 defines Human Trafficking as "recruiting, transporting, transferring, harboring, or receiving persons by means of threat or use of force, or other forms of coercion, abduction, fraud, deception, abuse of power or of position, taking advantage of the vulnerability of the person, or, the giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation. Exploitation includes all forms of sexual exploitation, engaging others in prostitution, servitude, forced labor, enslavement, quasi-slavery practices, or detachment of organs." The law penalizes transnational crimes.

In January 2009, police in the emirate of Sharjah arrested an Iraqi woman for breaking the anti-trafficking law when it was determined that she had forced her two minor daughters into prostitution. Prior to Federal Law 51, Justice Ministry officials advised that traffickers be prosecuted under specific penal laws such as kidnapping, rape, sexual abuse, and sexual exploitation.

In April 2008, police in the emirate of Ras al Khaimah arrested a gang that preyed on maids for the purposes of forcing them into prostitution. A similar gang was arrested in Dubai in July 2008. In December 2008, police in Dubai arrested four Bangladeshi members of a human-trafficking ring who preyed on women, brought them to Dubai and forced them into prostitution or sold them into slavery.

The UAE sees its anti-trafficking legislation as the first of its kind in the Arab world, defining trafficking as an element of organized crime and setting forth mechanisms to combat explicit servitude, sexual exploitation, forced labor and the involuntary trade in human organs.

To complement the 2006 Federal Law 51 and the 2007 Indian law that restricts travel to the UAE for work by Indian women under age 30 who have not graduated high school, in 2008, India and the UAE introduced joint measures to combat the trafficking of Indian women.

A police officer dedicated solely to TIP issues, appointed by the Indian government, and based in Kerala currently works in coordination with police in the UAE, through the Indian Consulate General in Dubai, to check human trafficking and illegal migration. This system could potentially assist the UAE police in breaking up human trafficking and illegal migration rackets. External Affairs Ministry representatives based in Hyderabad and Chennai work in coordination with the officer in Kerala.

In May 2007, the UAEG ratified the United Nations Convention Against Transnational Organized Crime, which includes provisions for international cooperation in anti-human trafficking efforts. On March 9, 2008, the UAE Cabinet signaled UAE ratification of the UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons, especially women and children. The ratification is likely to occur before the end of the next reporting period.

-- B. Punishment of Sex Trafficking Offenses: What are the prescribed and imposed penalties for trafficking people for sexual exploitation?

Trafficking for prostitution carries a five-year minimum sentence. A life sentence can be imposed if the victim is a female, a child, mentally impaired, or if the perpetrator is a spouse, parent, or guardian of the victim. Life sentences can also be imposed if the perpetrator is a public servant or member of an organized criminal group; if the act was committed through the use or threat of force,

violence, death, or physical or psychological torture; or if the crime was committed by an armed person.

Less complex sexual exploitation cases are punishable by a maximum of one year with a fine or a minimum of two years if the victim is under the age of 18 or if the victim was coerced into prostitution. If force, threat, or fraud was used, or if the victim is a minor, the maximum sentence is 10 years. Convicted expatriates are frequently deported once their sentence is complete.

-- C. Punishment of Labor Trafficking Offenses: What are the prescribed and imposed penalties for trafficking for labor exploitation, such as forced or bonded labor? If your country is a source country for labor migrants, do the government's laws provide for criminal punishment -- i.e. jail time -- for labor recruiters who engage in recruitment of workers using knowingly fraudulent or deceptive offers with the purpose of subjecting workers to trafficking in the destination country? If your country is a

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destination for labor migrants, are there laws punishing employers or labor agents who confiscate workers' passports or travel documents for the purpose of trafficking, switch contracts without the worker's consent as a means to keep the worker in a state of service, or withhold payment of salaries as means of keeping the worker in a state of service?

Labor exploitation is a primary concern of the 2006 anti-TIP law, which stipulates "not less than five years" penalty for human trafficking crimes (Article 2). Life imprisonment is imposed in certain circumstances (as noted in 25B above). Persons aware of TIP crimes who fail to report them are penalized for "not less than one and not more than five years" and/or face a fine of "not less than 5,000 dirham and not more than 20,000 dirham" (Article 3). Those prompting others to give false testimony face "not less than five years" (Article 4). Corporate entities violating the law are to be "punished by a fine of not less than 100,000 dirham, and not more than one million dirham," in addition to a possible court order of "temporary dissolution, or total closure" of the company or one of its branches (Article 7).

There are no laws that explicitly criminalize labor practices such as contract switching or seizing a laborer's passport. However, anti-trafficking legislation is sufficiently broad to cover labor recruiters in source and destination countries. The UAE Labor Law criminalizes use of fraudulent documents in labor recruitment. The maximum penalty is six months and/or a maximum fine of USD 6,800 (25,000 dirham). In October 2007, the Ministry of Labor announced that laborers' salaries should be paid through an Electronic Wage Payment System; in an effort to eradicate non-payment of salaries, cash payments were not permitted after January 2008. The UAEG uses such mechanisms (enabling them with regulation and technical support) to lessen the opportunity for exploitation. Compliance, although improving, is not uniform. The UAEG cracked down on companies violating rest break rules (which mandate rests for outside workers during the hottest parts of the day in summer months), actively inspecting conditions and pursuing violators.

-- D. What are the prescribed penalties for rape or forcible sexual assault? (NOTE: This is necessary to evaluate a foreign government's compliance with TVPA Minimum Standard 2, which reads: "For the knowing commission of any act of sex trafficking . . . the government of the country should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault (rape)." END NOTE)

Rape sentencing ranges from two years to capital punishment, with lashing as another possible penalty. However, in practice, the crime is often not recognized due to the high burden of proof required by Shari'a courts. Death is imposed for rape that leads to the victim's death. Penalties for sex trafficking range from a minimum of five years to life.

-- E. Law Enforcement Statistics: Did the government prosecute any cases against human trafficking offenders during the reporting period? If so, provide numbers of investigations, prosecutions,

convictions, and sentences imposed, including details on plea bargains and fines, if relevant and available. Please note the number of convicted traffickers who received suspended sentences and the number who received only a fine as punishment. Please indicate which laws were used to investigate, prosecute, convict, and sentence traffickers. Also, if possible, please disaggregate numbers of cases by type of TIP (labor vs. commercial sexual exploitation) and victims (children under 18 years of age vs. adults). If in a labor source country, did the government criminally prosecute labor recruiters who recruit workers using knowingly fraudulent or deceptive offers or by imposing fees or commissions for the purpose of subjecting the worker to debt bondage? Did the government in a labor destination country criminally prosecute employers or labor agents who confiscate workers' passports/travel documents for the purpose of trafficking, switch contracts or terms of employment without the worker's consent to keep workers in a state of service, use physical or sexual abuse or the threat of such abuse to keep workers in a state of service, or withhold payment of salaries as a means to keep workers in a state of service? What were the actual punishments imposed on persons convicted of these offenses? Are the traffickers serving the time sentenced? If not, why not?

During the reporting period, police registered 16 trafficking related cases: ten in Dubai, one in Ras al Khaimah, two in Abu Dhabi, one in Ajman, and two in Sharjah. At least three individuals were convicted of trafficking in 2008. More cases have been prosecuted since the 2008 data, as noted below.

While not comprehensive, the following are individual reports of prosecutions pursued during the reporting period.

On April 16, 2008, the Dubai Criminal Court of First Instance sentenced a Bangladeshi man to three years in Prison for human

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trafficking, sexually exploiting a 17-year-old Bangladeshi girl, and forcing her into prostitution. He will be deported after serving his sentence.

On May 1, 2008, the Dubai Criminal Court of First Instance sentenced two Bangladeshi men to five years each in jail for sexually exploiting a woman, who had escaped from the hands of a pimp, and trying to sell her back into the sex industry for AED 10,000 (USD 2,700).

On May 12, 2008, Dubai Police's CID arrested an Asian man for human trafficking and forcing a woman into prostitution. The victim was referred to the Dubai Foundation for Women and Children.

On May 27, 2008, the Dubai Criminal Court of First Instance charged two Bangladeshi men with human trafficking, unlawful detention of a Filipina housemaid for four months and forcing her into prostitution.

On June 19, 2008, the Dubai Criminal Court of First Instance charged three Indian men with human trafficking for buying a housemaid for 50,000 Indian Rupees (USD 1,200) in India and sexually exploiting her.

On June 27, 2008, the Dubai Criminal Court of First Instance charged four Bangladeshi nationals, three men and a woman, with forcing a woman to work as a prostitute for seven months, beating her, and keeping her prisoner.

On July 10, 2008, the Dubai Criminal Court of First Instance charged an Indian man with buying an Indonesian woman for AED 2,000 (USD 544) and forcing her into prostitution. The Police arrested the man with two other Pakistani men who were customers at a brothel.

On July 17, 2008, the Dubai Criminal Court of First Instance charged four men with human trafficking, attempting to sell a woman for AED 10,000 (USD 2,700), and forcing her into prostitution.

On July 20, 2008, Dubai Police arrested two men: an Arab, an Asian, and an Asian woman on charges of human trafficking. The Asian woman

lured workers to abscond and forced them into prostitution. Police referred the three suspects to the Public Prosecution for further investigation.

On November 12, 2008, Dubai Police's Criminal Investigation Department (CID) arrested two Asian men trying to sell a girl to a prostitution ring. Police also arrested the girl along with another girl who was also to be similarly exploited, and referred all the detained people to the Public Prosecution for further investigation.

On December 15, 2008, Dubai Police arrested four Bangladeshi men forming a human trafficking ring who lured women from their home countries or women who had absconded from their sponsors and forced them into prostitution or sold them to the highest bidders.

On January 11, 2009, Sharjah Police arrested a woman who forced her two daughters aged 17 and 12 into prostitution.

On January 11, 2009, Sharjah Police arrested a man and his first wife for trying to force his second wife into prostitution.

-- F. Does the government provide any specialized training for government officials in how to recognize, investigate, and prosecute instances of trafficking? Specify whether NGOs, international organizations, and/or the USG provide specialized training for host government officials.

The UAEG has worked to sensitize law enforcement and immigration officials to trafficking and has provided practical training to protect victims and prevent future incidents. Abu Dhabi and Dubai police and the Ministries of Interior, Health, and Justice have conducted anti-TIP training. The Dubai Naturalization and Residency Department trained immigration inspectors to identify fraudulent documents used by traffickers and victims. The UAEG supplied ports of entry and source country embassies and consulates with brochures to warn potential victims about the dangers of trafficking and to inform them about obtaining assistance.

The Ministry of Justice Institute of Judicial Training and Studies holds mandatory classes for prosecutors and judges on proper victim assistance. The Institute also conducts mandatory classes on the following: human rights; sexual offenses; offenses against life; immigration offenses; juvenile protection and delinquency; labor violations and offenses.

Senior UAEG ministers have repeatedly requested USG training, information, and opportunities that would enhance their efforts to combat trafficking and help law enforcement officials, prosecutors, and judges to better identify, investigate, and prosecute

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trafficking cases.

On January 8, 2009, Dubai Department of Naturalization and Residence organized a 3-day training session for its employees about combating Trafficking in Persons crimes and providing support to its victims.

--G. Does the government cooperate with other governments in the investigation and prosecution of trafficking cases? If possible, provide the number of cooperative international investigations on trafficking during the reporting period.

UAEG officials stated, and several source country embassies and consulates confirmed, that they cooperate with other governments on investigations, provide care for and repatriate victims, and together seek to prevent future incidents. Law enforcement officials reported that they cooperate with NGOs on trafficking issues. (NGO coordination is addressed later in this report.) Ministry of Interior officials indicated a desire for increased cooperation with source country governments in the area of information exchange on organized crime and trafficking. Statistics on international investigations were not yet available.

In 2006, the UAE issued law #39 pertaining to international

cooperation in judicial matters, which complements anti-TIP efforts by facilitating extradition and mutual legal assistance. The UAEG has mutual legal assistance treaties (MLATs) with a number of countries (not including the U.S.). In some cases, mutual legal assistance was exchanged with countries with which the UAEG did not have an MLAT.

-- H. Does the government extradite persons who are charged with trafficking in other countries? If so, please provide the number of traffickers extradited during the reporting period, and the number of trafficking extraditions pending. In particular, please report on any pending or concluded extraditions of trafficking offenders to the United States.

The UAEG has extradition treaties with India, Sri Lanka, Armenia, Canada (for drugs and money laundering charges), Saudi Arabia, Tunisia, Algeria, Morocco, Syria, Somalia, Jordan, Sudan, and Egypt.

A number of other treaties are in the negotiation or approval processes. The UAE has at times agreed to extradite individuals to and from countries with which the UAEG does not have extradition treaties but has not always ultimately completed the extradition. UAEG extradition of a UAE citizen to another country is contrary to UAE law.

A March 2008 report by the National Committee to Combat Human Trafficking states that the UAE issued four international circulars naming TIP criminals and extradited three convicted persons during 2007.

-- I. Is there evidence of government involvement in or tolerance of trafficking, on a local or institutional level? If so, please explain in detail.

Although there were no verified reports that government officials were involved in trafficking, UAE officials may have at times turned a blind-eye to the problem. Police act against prostitution when incontrovertible evidence exists and yet often take no action if a sexual encounter could be other than commercial in nature.

NGO officials and human rights observers sometimes questioned the sincerity of the UAEG's political will to combat trafficking, citing (among other reasons) the economic importance of foreign labor.

-- J. If government officials are involved in trafficking, what steps has the government taken to end such participation? Please indicate the number of government officials investigated and prosecuted for involvement in trafficking or trafficking-related corruption during the reporting period. Have any been convicted? What sentence(s) was imposed? Please specify if officials received suspended sentences, or were given a fine, fired, or reassigned to another position within the government as punishment. Please indicate the number of convicted officials that received suspended sentences or received only a fine as punishment.

No credible or verifiable cases of government involvement in trafficking have been reported. Based on prior criminal prosecutions of government officials, the UAEG would likely prosecute officials suspected of trafficking.

-- K. Is prostitution legalized or decriminalized? Specifically, are the activities of the prostitute criminalized? Are the activities of the brothel owner/operator, clients, pimps, and enforcers criminalized? Are these laws enforced? If prostitution is legal and regulated, what is the legal minimum age for this activity? Note that in countries with federalist systems, prostitution laws may be under state or local jurisdiction and may differ among

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jurisdictions.

Prostitution is criminalized by law. The penalty for prostitution is temporary imprisonment and deportation if a foreign national. Brothel operators or owners are imprisoned temporarily and face brothel closure. Pimps and clients can be sentenced to a maximum of five years. The law has been partially applied. Local police raided and closed some parlors which were affiliated with

prostitution. Business licenses have been permanently cancelled in some cases.

-- L. For countries that contribute troops to international peacekeeping efforts, please indicate whether the government vigorously investigated, prosecuted, convicted and sentenced nationals of the country deployed abroad as part of a peacekeeping or other similar mission who engaged in or facilitated severe forms of trafficking or who exploited victims of such trafficking.

N/A.

-- M. If the country has an identified problem of child sex tourists coming to the country, what are the countries of origin for sex tourists? How many foreign pedophiles did the government prosecute or deport/extradite to their country of origin? If your host country's nationals are perpetrators of child sex tourism, do the country's child sexual abuse laws have extraterritorial coverage (similar to the U.S. PROTECT Act) to allow the prosecution of suspected sex tourists for crimes committed abroad? If so, how many of the country's nationals were prosecuted and/or convicted during the reporting period under the extraterritorial provision(s) for traveling to other countries to engage in child sex tourism?

Although some teenage girls are reported to have been trafficked for prostitution (likely because their true ages were concealed in visa documents), there are no reliable reports that the UAE is a child sex tourism destination or source. There are no reports of foreign pedophiles being arrested, prosecuted, convicted, sentenced, deported, or extradited. Child sexual abuse has extraterritorial coverage only if the victim or perpetrator is a UAE citizen. If so, a perpetrator could be prosecuted upon return to the UAE.

126. (U) PROTECTION AND ASSISTANCE TO VICTIMS:

-- A. What kind of protection is the government able under existing law to provide for victims and witnesses? Does it provide these protections in practice?

The UAEG provides assistance and protection to trafficking victims, including repatriation assistance. Public hospitals provide counseling. Nonetheless, the UAE used deportation as a solution in some cases of labor disputes; there is no evidence that these disputes involved a TIP dimension, although that is possible.

In 2005, the UAE government banned the employment of children as camel jockeys and established a Social Support Center near Abu Dhabi for child camel jockeys awaiting repatriation, coordinating with UNICEF to care for and reintegrate them in their home countries.

This UAE - UNICEF partnership, initially funded with USD 9 million and expected to provide assistance through May 2009, has seen the UAE take the lead in successfully carrying out 26 humanitarian social and economic projects for rehabilitation of child camel jockeys into their home countries of Mauritania, Sudan, Pakistan, and Bangladesh.

-- B. Does the country have victim care facilities (shelters or drop-in centers) which are accessible to trafficking victims? Do foreign victims have the same access to care as domestic trafficking victims? Where are child victims placed (e.g., in shelters, foster care, or juvenile justice detention centers)? Does the country have specialized care for adults in addition to children? Does the country have specialized care for male victims as well as female? Does the country have specialized facilities dedicated to helping victims of trafficking? Are these facilities operated by the government or by NGOs? What is the funding source of these facilities? Please estimate the amount the government spent (in U.S. dollar equivalent) on these specialized facilities dedicated to helping trafficking victims during the reporting period.

Shelter options for victims of trafficking are limited. In Dubai, there is only one officially recognized facility, the Dubai Foundation for Women and Children (DFWC), which caters to victims of trafficking and/or domestic violence. In addition to the official shelters for victims of trafficking and domestic violence, there are

smaller shelters run by the governments of India, Philippines, Sri Lanka, and Indonesia at their embassies and consulates to cater to their own nationals. Currently, only the DFWC is equipped and does cater to child victims of trafficking. Although the need for

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services for women and children are widely recognized, there is little awareness of the need for services that cater to male victims of trafficking and/or domestic violence. The UAEG encourages victims to come forward in order to receive assistance. On December 4, 2007, the Dubai Police Chief publicly advised any woman who had been duped into prostitution or anyone with information on traffickers to contact the police. He stressed that callers would be protected.

On February 26, 2008, UAE Deputy Prime Minister/Chairman of UAE Red Crescent Authority, Sheikh Hamdan bin Zayed, issued a decision to establish shelters across the UAE for female and child trafficking victims. The shelters will be managed by a corporate body with financial and administrative independence, operating under the auspices of the Red Crescent Authority.

On March 25, 2008, the DFWC announced that the shelter received 60 cases of trafficking or abuse victims, of which six were repatriated (2 Uzbeks, 2 Bangladeshis, and 2 Ugandans). As of December 17, 2008, the DFWC had repatriated more victims with the number remaining in the shelter falling to 45 people, including 19 children. Many of those at the shelter, particularly the limited cohort of girls aged 15 to 18, arrived after escaping human-trafficking attempts. They come from 40 countries, including those in the former Soviet Union, Africa, the Middle East, Bangladesh, and the Philippines. On January 5, 2009, the Dubai Foundation for Women and Children announced that since its opening in September 2007 (16 months), it had assisted in 152 trafficking in persons cases in Dubai.

On January 13, 2008, the Red Crescent Authority, in collaboration with the National Committee to Combat Human Trafficking, announced the future opening of an Abu Dhabi shelter. On April 24, 2008, the Abu Dhabi government announced an AED 8 million (USD 2,180,000) contribution to set up the center for trafficking victims, while Sheikhha Fatima bint Mubarak, the widow of the late Sheikh Zayed, donated the land to build the shelter. On December 1, 2008, Sheikhha Fatima Bint Mubarak pledged to fund the new shelter in Abu Dhabi that would be dedicated solely to victims of trafficking and which, although already accepting a small number of victims of TIP during the reporting period, is due to open officially in 2009.

-- C. Does the government provide trafficking victims with access to legal, medical, and psychological services? If so, please specify the kind of assistance provided. Does the government provide funding or other forms of support to foreign or domestic NGOs and/or international organizations for providing these services to trafficking victims? Please explain and provide any funding amounts in U.S. dollar equivalent. If assistance provided was in-kind, please specify exact assistance. Please specify if funding for assistance comes from a federal budget or from regional or local governments.

The Government provides funding for most local social service organizations (which tend to be loosely government-affiliated and are not in the strict sense NGOs) and works with foreign NGOs to assist trafficking victims. Authorities regularly work with source country NGOs to assist with repatriation efforts.

In February of 2008, the UAE delegation to the Vienna Forum on Human Trafficking conducted discussions with senior government and UN officials, NGOs, and international experts on human trafficking. While there, the delegation initiated partnerships for exchanges and capacity building.

In the Abu Dhabi Emirate, social support centers provide physical and mental health services to trafficking victims. In the Sharjah Emirate, the Higher Family Council provides similar health services.

In Dubai, the Dubai Police Human Rights Care Department, Victim

Assistance Unit, provides counseling, medical care, financial aid, and travel assistance. Each Dubai police station is staffed with a human rights care officer and a social worker/counselor from the Dubai Police Human Rights Care Department. Post does not have statistics indicating how many victims used any of the above services over the reporting year.

The DFWC provides victims under its care with accommodation, food, clothing, health care, financial support, psychological care, and recreational therapy. On July 24, 2008, the DFWC announced its plan to cooperate with the British Council to teach its residents (trafficking or abuse victims) English language skills.

-- D. Does the government assist foreign trafficking victims, for example, by providing temporary to permanent residency status, or other relief from deportation? If so, please explain.

The UAEG provides assistance and protection to trafficking victims, including repatriation assistance. Public hospitals provide counseling. Nonetheless, the UAE used deportation as a solution in

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some cases of labor disputes; there is no evidence that these disputes involved a TIP dimension, although that is possible.

The DFWC works with the Dubai police to have charges dropped against victims in their care who may have had criminal charged filed against them. The DFWC also works with consulates and the IMO to repatriate victims and find them gainful employment in their home countries.

-- E. Does the government provide longer-term shelter or housing benefits to victims or other resources to aid the victims in rebuilding their lives?

The government protects individuals identified as trafficking victims and witnesses. The quality of shelter facilities is not uniform (and too few currently exist to accommodate the full demand).

UAE Code of Criminal Procedures Articles 14 and 22 provide for legal assistance for victims. Authorities have worked with international NGOs and source countries' embassies and consulates to provide shelter for trafficking victims. Over the reporting year, hundreds of victims have been assisted by each of the shelters run by the embassies and consulates of the Philippines, India, Sri Lanka, and Indonesia. Police departments claim to shelter victims in hotels and non-prison facilities. The UAEG does not operate a safe house system. Post does not have data on costs incurred by the UAEG to shelter victims.

-- F. Does the government have a referral process to transfer victims detained, arrested, or placed in protective custody by law enforcement authorities to institutions that provide short- or long-term care (either government or NGO-run)?

Dubai police report that they screen for victims. DFWC reports that it received many of its residents through police referrals after police interviews revealed the women or children to be victims of trafficking. Women who claim they are sex trafficking victims and are willing to cooperate with police are housed in hotels at police expense or at the DFWC until the completion of the trial(s) of the trafficker(s). These victims are under police protection while in Dubai. During the reporting period, the UAEG continued to train immigration and law enforcement personnel to enhance capacity for screening victims.

-- G. What is the total number of trafficking victims identified during the reporting period? Of these, how many victims were referred to care facilities for assistance by law enforcement authorities during the reporting period? By social services officials? What is the number of victims assisted by government-funded assistance programs and those not funded by the government during the reporting period?

The complex nature and nuances of trafficking compounded with the

difficulty in collecting data mean it is not possible to identify the total number of trafficking victims. The data available is too poorly documented for an accurate estimate to be made. The UAE police registered 16 trafficking cases during the reporting period whereas the DFWC housed 60 trafficking victims.

-- H. Do the government's law enforcement, immigration, and social services personnel have a formal system of proactively identifying victims of trafficking among high-risk persons with whom they come in contact (e.g., foreign persons arrested for prostitution or immigration violations)? For countries with legalized prostitution, does the government have a mechanism for screening for trafficking victims among persons involved in the legal/regulated commercial sex trade?

Immigration authorities claim to employ methodical screening criteria to identify victims, primarily sex workers, prior to entry into the UAE. Questions about how one obtained a UAE entry visa and what relationship one has with his/her visa sponsor form part of this screening effort, which looks for inconsistencies in information.

Questionable cases are forwarded to officers specialized in screening for TIP crimes. Immigration authorities also screen for valid family relationships regarding women and children. Usually, children are required to be accompanied by parents or immediate family members.

Single women under 25 years old are often expected to be accompanied by an adult male family member.

-- I. Are the rights of victims respected? Are trafficking victims detained or jailed? If so, for how long? Are victims fined? Are victims prosecuted for violations of other laws, such as those governing immigration or prostitution?

Victims' rights are generally respected, once and if they are

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identified as victims. Victims who agree to testify against their traffickers are afforded housing and sometimes even employment. However, police reported that victims often choose immediate repatriation rather than testifying against their traffickers. Dubai police reported that prosecutions were common when victims actually testified.

Police do not arbitrarily detain, imprison, or deport sexual abuse victims. Working with foreign governments and NGOs when appropriate, the UAEG repatriates victims at the UAEG's expense, under the crime victim assistance program.

Dubai police do not necessarily waive prosecution for women who may eventually become victims of trafficking after entering the UAE on their own volition to engage in prostitution. If an individual entered the UAE to engage in prostitution, in violation of UAE immigration law, police may question whether prosecution should be waived only because the individual was later victimized. Dubai police officials have stated that women may claim to be trafficked to avoid prosecution.

-- J. Does the government encourage victims to assist in the investigation and prosecution of trafficking? How many victims assisted in the investigation and prosecution of traffickers during the reporting period?

May victims file civil suits or seek legal action against traffickers? Does anyone impede victim access to such legal redress? If a victim is a material witness in a court case against a former employer, is the victim permitted to obtain other employment or to leave the country pending trial proceedings? Are there means by which a victim may obtain restitution?

Police report that they advise sexual abuse and trafficking victims of their rights and encourage witness testimony. Victims may also file civil suits for damages. Foreign diplomats indicate that victims have been permitted to give sworn testimony and to leave the country before judgment was rendered. The Dubai Police, in coordination with CID, attempt to persuade women who they believe

are victims of trafficking to assist in investigations and prosecutions.
As stated earlier, in Dubai, victims are housed in hotels, not prosecuted, and returned home at government expense if they participate in the prosecution of the traffickers.

Victims of labor trafficking are referred to the Ministry of Labor to file a complaint through formal labor resolution channels; this does not apply to domestic workers who are not covered under the labor law. Domestic workers may file criminal complaints for abuse, or may seek Ministry of Interior assistance in changing sponsors. Source country labor attaches reported that domestic workers seldom filed civil cases against abusers, and were content to simply change sponsors or return home. There were no reports of victims having their access to the courts blocked or discouraged by government officials.

The UAEG reported that it advised victims of their lawful rights, put offenders on trial to protect the victims, forwarded all TIP cases to judicial authorities to seek justice, created social support centers in police stations to assist victims in liaising with relevant entities, offered tailored training courses for staff dealing with TIP victims, sought to learn different languages used by TIP victims, and analyzed the environments in which TIP victims are exploited.

-- K. Does the government provide any specialized training for government officials in identifying trafficking victims and in the provision of assistance to trafficked victims, including the special needs of trafficked children? Does the government provide training on protections and assistance to its embassies and consulates in foreign countries that are destination or transit countries? What is the number of trafficking victims assisted by the host country's embassies or consulates abroad during the reporting period? Please explain the type of assistance provided (travel documents, referrals to assistance, payment for transportation home).

The UAEG has implemented programs to sensitize law enforcement and immigration officials on the subject of trafficking in persons, as well as practical training techniques to protect victims and prevent future trafficking incidents. Abu Dhabi and Dubai police and the Ministries of Interior, Health, and Justice have all held anti-TIP training courses throughout the year. According to the UAEG, UAE embassies abroad collaborate with international organizations to combat TIP.

In September 2008, after signing Memoranda of Understanding (MoUs) with Belarus and Armenia, the UAEG's National Committee to Combat Human Trafficking announced that it would send security personnel from the UAE to Belarus to a special training center in Minsk so that they could improve their efforts to combat trafficking.

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-- L. Does the government provide assistance, such as medical aid, shelter, or financial help, to its nationals who are repatriated as victims of trafficking?

There were no reports of UAE nationals being trafficked outside of, or within the UAE. The UAEG has a proven record of numerous services provided to citizens at little to no cost, therefore it is expected that the UAEG would provide generous assistance to repatriated UAE nationals who were victims of trafficking, if such a situation were to occur.

-- M. Which international organizations or NGOs, if any, work with trafficking victims? What type of services do they provide? What sort of cooperation do they receive from local authorities?

The Government cooperates and coordinates with NGOs and international organizations in providing assistance to trafficking victims, as cases come to its attention. It also proactively encourages international cooperation on the official and NGO levels.

In January 2008, the UAE Ministry of Labor specifically asked the

USG to help facilitate creation of an international NGO that could help address the complex issues associated with transient labor; the UAEG clearly recognized the need for and sought cooperation with capable international organizations, whether NGO or government affiliated.

Another strong example of UAEG encouragement and facilitation of broader international cooperation against TIP was the February 2008 UN.GIFT conference in Vienna funded by a donation of \$15 million from the Abu Dhabi Crown Prince. The UAE delegation leader, who is also head of the National Committee to Combat Human Trafficking cited the centrality of international partnerships to the UAE's anti-TIP action plan (one of the plan's four pillars) and emphasized that "no country or region acting alone can put a stop" to TIP; he encouraged agreements between the UAE and NGOs in source countries.

Other examples of UAEG support include assistance to UNICEF, the Pakistan-based Ansar Burney International Welfare Trust, the Bangladesh National Women's Lawyers Association, the IOM, The Protection Project, and others (including small source country NGOs).

Some of these linkages were utilized to great affect in the camel jockey repatriation effort, which the UAEG described as "joint efforts with national institutions and NGOs to better provide these victims with medical care, social counseling and education." Cooperation is also ongoing with a Moldovan NGO to seek ways to combat TIP.

On February 2, 2009, the UAE and Mauritania closed 560 dossiers of Mauritanian children who once worked as camel jockeys in the UAE. The Chairman of the UAE Special Committee for Rehabilitation of Camel Jockeys visited Mauritania to oversee the implementation of a UAE-backed UNICEF program for ensuring the speedy rehabilitation of former Mauritanian camel jockeys.

127. (U) PREVENTION:

-- A. Did the government conduct anti-trafficking information or education campaigns during the reporting period? If so, briefly describe the campaign(s), including their objectives and effectiveness. Please provide the number of people reached by such awareness efforts, if available. Do these campaigns target potential trafficking victims and/or the demand for trafficking (e.g. "clients" of prostitutes or beneficiaries of forced labor)? (Note: This can be an especially noteworthy effort where prostitution is legal.End Note.)

Public statements by senior UAE officials highlighting the TIP phenomenon and condemning its perpetrators are frequently featured in the English and Arabic UAE press. These government efforts reach virtually the entire news-reading public. The government actively encourages businesses to facilitate informational sessions for new workers to ensure that they are aware of their rights and know where complaints can be filed. The anti-TIP committee has published and distributed pamphlets addressing the phenomenon of TIP and highlighting UAEG laws and actions taken to combat TIP.

The publicity value of the February 2008 "UN.GIFT" conference in Vienna was also significant in increasing awareness of the TIP problem in the UAE and the region. Additionally, the UAE hosted a first-ever gathering of labor ministers from labor sending and receiving nations in January 2008 to stimulate dialogue between source countries and employers. Efforts to streamline the contracting process, ensure timely payment of wages, and generally

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strike a favorable balance between supply and demand for labor in the booming economies of the Gulf, were clear priorities of the UAEG during the reporting period.

In 2005, a new Dubai labor committee announced the establishment of a website and 24-hour labor complaint hotline within the Dubai

Police Department. Both the website and hotline allowed domestic workers and laborers to lodge complaints which would then be investigated expeditiously. In order to make these mechanisms known to the labor community, the committee launched a \$540,000 public awareness campaign including television and print ads in addition to pamphlets and brochures delivered to worksites and airports.

-- B. Does the government monitor immigration and emigration patterns for evidence of trafficking?

The various departments of Immigration, Naturalization, and Residency reportedly keep statistics on immigration and emigration, and have identified patterns for evidence of trafficking. In response to this information, the government does not permit single women under 21 to enter the UAE without legitimate visas, and the travel documents of women under 30 undergo particular scrutiny. Children from identified source countries must have their own passports, even though those countries may allow children to be endorsed on a parent's passport. This measure ensures that each child has a visa in individual travel documents.

Both federal and emirate-level immigration authorities are responsible for controlling the influx of people at the country's international airports. Immigration authorities regularly conducted training to detect fraudulent documents, often used by trafficked persons, for arrival and departure inspectors. The Armed Forces are responsible for guarding and monitoring the UAE's coast and land borders. Border guards have the legal authority to stop and inspect individuals at the border or points of entry, especially if there is suspicion of illegal activity. The UAE plans to erect a fence barrier that will run for roughly 525 miles along its land borders with Oman and Saudi Arabia, in an effort to curb land-based smugglers and illegal immigration. In 2000, the MoI's Department of Naturalization and Residency created a central operations room including an integrated federal data center to track the arrival and departure of individuals in the Federation's seven emirates. In 2003, the UAEG instituted the use of iris recognition scans to add biometrics identification information to its databases, to better monitor migration and combat document fraud by visitors and illegal immigrants, some of whom are trafficking victims. Using this technology, UAE immigration authorities have stopped thousands of potential illegal immigrants, some of whom were likely trafficking victims. The database contains approximately four million iris scan results, including the results of hundreds of thousands of illegal immigrants and convicts who have been deported.

-- C. Is there a mechanism for coordination and communication between various agencies, internal, international, and multilateral on trafficking-related matters, such as a multi-agency working group or a task force?

The government coordinates its trafficking efforts through the National Committee to Combat Human Trafficking which was set up specifically to address the problem. The committee consists of members from various ministries, and is headed by a national coordinator who is currently Minister of State for Foreign Affairs. There is no anti-corruption task force, but several anti-corruption units have been established within the Abu Dhabi and Dubai police departments.

Meetings of the National Committee to Combat Human Trafficking take place almost monthly, often at the Presidential Court in Abu Dhabi. The Committee is authorized by Cabinet decree as the official UAEG conduit for international requests, inquiries, and delegations on issues related to TIP.

In a meeting in January 2009, the committee highlighted a media campaign in all UAE airports aiming at raising awareness about human trafficking. The committee also discussed execution steps for the campaign and decided to implement them to create awareness about the crime. The Chairman of the National Committee to Combat Human Trafficking said that the campaign held strategic importance, as it aimed to limit the number of human trafficking victims arriving through the airports of the country, who may be trapped in different kinds of frauds and fictional contracts. He hoped that the campaign would further add to the nation's efforts in fighting human trafficking.

-- D. Does the government have a national plan of action to address trafficking in persons? If the plan was developed during the reporting period, which agencies were involved in developing it? Were NGOs consulted in the process? What steps has the government taken to implement the action plan?

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The UAE addresses TIP through an action plan that rests on four pillars:

- 1) Legislation --Federal Law 51 defines trafficking and calls for strong punitive measures for all forms of human trafficking.
- 2) Enforcement --The UAEG has emphasized and focused on awareness-raising campaigns for the enforcement of anti-TIP laws.
- 3) Victim Support --The plan includes initiatives that determine how victims are treated by law enforcement officials as well as expands the help and welfare programs available to victims.
- 4) Bilateral and International Cooperation --The UAE recognizes the need to coordinate anti-TIP efforts with labor exporting countries and international NGOs.

-- E: What measures has the government taken during the reporting period to reduce the demand for commercial sex acts?

The police conduct raids in order to break up trafficking and prostitution rings. They also monitor nightclubs and have shut down a number of clubs and brothels in which prostitution is known to occur.

Stiff penalties such as life imprisonment if the victim is under 18 years old or handicapped, deportation and permanent bans from entering the UAE are also imposed on those who engage in commercial sex acts.

-- F. Required of all Posts: What measures has the government taken during the reporting period to reduce the participation in international child sex tourism by nationals of the country?

There are no reliable reports that the UAE is a child sex tourism destination or source.

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